

## Message Text

CONFIDENTIAL

PAGE 01 MANAGU 04128 01 OF 02 012123Z

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ACTION LAB-04

INFO OCT-01 ARA-06 IO-13 ISO-00 CIAE-00 COME-00 EB-07

INR-07 NSAE-00 SIL-01 AID-05 CU-02 L-03 DODE-00 PA-01

USIA-06 PRS-01 SP-02 /059 W  
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FM AMEMBASSY MANAGUA

TO SECSTATE WASHDC 1021

INFO USMISSION GENEVA

C O N F I D E N T I A L SECTION 1 OF 2 MANAGUA 4128

DEPARTMENT PASS LABOR

E.O. 11652: GDS

TAGS: ELAB, ILO, NU

SUBJECT: REVIEW OF ILO ACTIVITIES IN NICARAGUA

REF: STATE 203991

1. THE UNDP HAS ONE MAJOR PROGRAM IN NICARAGUA FOR WHICH THE INTERNATIONAL LABOR ORGANIZATION (ILO) IS THE EXECUTING AGENCY: A CONSTRUCTION INDUSTRY MANPOWER TRAINING PROJECT INITATED IN JULY 1973 IN CO-

LABORATION WITH THE NATIONAL MANPOWER TRAINING INSTITUTE (INA) OF THE MINISTRY OF LABOR. FOR ALL PRACTICAL PURPOSES, HOWEVER, THE PROJECT HAS BEEN DISCONTINUED AND WILL BE FORMALLY TERMINATED BY THE END OF THE YEAR. IN EVALUATING THIS PROJECT WE WILL FOLLOW THE FORMAT SUGGESTED IN REFTTEL, PARA 5.

(A) ACCORDING TO THE PROJECT OUTLINE (COPY SENT BY POUCH), THE PROJECT HAD LONG-RANGE AND SHORT-RANGE OBJECTIVES. THE LONG-RANGE OBJECTIVES WERE TO "CONSOLIDATE" INA, TO CREATE A POOL OF SKILLED LABOR IN THE CONSTRUCTION SECTOR ADEQUATE TO THE NEEDS OF THE RECONSTRUCTION EFFORT AND THE COUNTRY'S DEVELOPMENT AND TO HELP DEFINE A GENERAL MANPOWER TRAINING POLICY. THE SHORT-RUN OBJECTIVES WERE (I) TO TRAIN 60 WORKERS EVERY THREE MONTHS IN EACH OF THE FOLLOWING SKILLS: MASONRY, CARPENTRY, IRON WORK, ELECTRICAL

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PAGE 02 MANAGU 04128 01 OF 02 012123Z

WORK, AND PLUMBING, (II) TO TRAIN TEN INSTRUCTORS A YEAR, AND

ALSO AN UNSPECIFIED NUMBER OF "TECHNICAL COORDINATORS" WHO WERE TO ORGANIZE THE COURSES, (III) TO "REHABILITATE" INA BY TURNING IT INTO A FUNCTIONING AGENCY (WHICH APPARENTLY IT WAS NOT)N TO PREPARE INSTRUCTION MATERIALS, AND TO SET UP A SYSTEM OF EVALUATION, (IV) TO PREPARE MANPOWER TRAINING PROGRAMS IN OTHER SKILLS, AND (V) TO ESTABLISH THE INSTITUTIONAL FRAMEWORK NEEDED TO OBTAIN TECHNICAL AND FINANCIAL AID FROM OTHER SOURCES.

BOTH THE LONG-RANGE AND THE SHORT-RANGE GOALS OF THE PROJECT WERE APPROPRIATE TO THE ECONOMIC AND SOCIAL CONDITIONS OF NICARAGUA.

(B) EMPLOYER AND WORKER ORGANIZATIONS WERE NOT INVOLVED IN DESIGN AND IMPLEMENTATION OF THE PROJECT. THE PROJECT WAS DESIGNED AND IMPLEMENTED BY ILO TECHNICIANS IN COLLABORATION WITH THE MINISTRY OF LABOR.

(C) THE PROJECT WAS BEGUN IN TIME, BUT IMPLEMENTATION WAS HELD BACK BECAUSE OF LACK OF ADEQUATE BUILDINGS AND MATERIALS AND LACK OF COOPERATION BETWEEN ILO PERSONNEL AND MINISTRY OF LABOR OFFICIALS.

(D) 3,000 TRAINEES HAD BEEN PROGRAMMED FOR A THREE YEAR PERIOD. ACCORDING TO THE ILO SIDE, 2,928 TRAINEES ENROLLED IN COURSES AND 2,268 COMPLETED THEM. AN EMB SOURCE, HOWEVER, DOUBTS THE ACCURACY OF THESE FIGURES.

(E) SEE D. THE ILO SIDE CLAIMS THAT 53.6 PERCENT OF THE TRAINEES WHO COMPLETED THE COURSE WERE PLACED IN JOBS. SAME QUALIFICATION APPLIED AS ABOVE.

(F) THERE WAS LITTLE DISCREPANCY BETWEEN NUMBER OF ILO PERSONNEL SPECIFIED IN PLAN OF OPERATION AND NUMBER ACTUALLY ON SITE. THE PLAN OF OPERATION PROJECTED 96 MAN-MONTHS; THE ACTUAL FIGURE WAS 93 MAN-MONTHS. WITH REGARD TO HOST-COUNTRY PROFESSIONALS; THE FIGURES WERE:

INSTRUCTOR MAN-MONTHS: PROJECTED-360; AND ACTUAL 592;

TECHNICIAN MAN-MONTHS: PROJECTED-180; AND ACTUAL 152;

ADMINISTRATORS MAN-MONTHS: PROJECTED-108; AND ACTUAL 72.

(G)(1) ADEQUATE BUILDINGS WERE NEVER MADE AVAILABLE TO THE PROJECT. THE OLD INA BUILDING HAD BEEN DESTROYED BY THE 1972 EARTHQUAKE AND

THE GON HAD PLEDGED TO PROVIDE A NEW BUILDING. INSTEAD, INA WAS HOUSED IN A HANGER BELONGING TO THE AIR FORCE. THE STUDENTS THEMSELVES BUILT SOME BUILDINGS, BUT WITHOUT TRAINING FACILITIES.

(2) EQUIPMENT. THE UNDP PROJECTED US\$150,000 IN EQUIPMENT, TOOLS AND MATERIALS, BUT MADE A CONTRIBUTION OF ONLY US\$30,000. THE GON PLEDGED US\$1,127,000 AND IS SUPPOSED TO HAVE CONTRIBUTED

CONFIDENTIAL

PAGE 03 MANAGU 04128 01 OF 02 012123Z

US\$805,000, BUT ITS ACTUAL CONTRIBUTION MAY HAVE BEEN CONSIDERABLY LOWER. FOR EXAMPLE, THE ILO PEOPLE CLAIM THAT A SHIPMENT OF EQUIPMENT WORTH US\$300,000 DISAPPEARED ON THE WAY TO THE PROJECT. THEY EXPLAIN THAT THE UNDP DID NOT MADE A LARGER CONTRIBUTION BECAUSE OF LACK OF COOPERATION ON THE PART OF THE MINISTRY OF LABOR.

(H) THE PROJECT WAS VISITED TWICE BY THE DIRECTOR, THE DIRECTOR OF PROGRAMMING, AND THE TRAINING ADVISOR OF THE ILO OFFICE AT SAN JOSE. THE LIMA ILO OFFICE WAS NOT INVOLVED IN THE PROJECT, BUT

THE ILO TEAM IN MANAGUA RECEIVED TRAINING MANUALS AND PUBLICATIONS FROM THE CHILE-BASED ILO-FUNDED INTER-AMERICAN CENTER FOR RESEARCH AND DOCUMENTATION ON MANPOWER TRAINING (CINTERFOR).

(I) SEE G(2)

(J) THE ILO OFFERED 18 SCHOLARSHIPS. THE GON DID NOT ACCEPT ANY.

(K) THE ILO PERSONNEL WERE PROFESSIONALLY QUALIFIED AND POSSESSED THE NECESSARY LANGUAGE SKILLS, BUT FAILED TO ESTABLISH A GOOD WORKING RELATIONSHIP WITH MINISTRY OF LABOR OFFICIALS.

(L) OVERALL ASSESSMENT. OVERALL, THE PROJECT HAS TO BE JUDGED UNSUCCESSFUL. ILO TEAM CHIEF MARANHÃO ACKNOWLEDGED TO AN EMB SOURCE THAT ONLY 50 PERCENT OF THE LONG-RANGE OBJECTIVES HAD BEEN MET AND THE GON HAS TURNED FROM THE ILO TO THE SPANISH GOVERNMENT TO DESIGN AND IMPLEMENT THE NEXT MANPOWER TRAINING PROJECT. SHORTCOMINGS IN THE PROJECT WERE NOT ENTIRELY THE FAULT OF THE ILO REPRESENTATIVES. THEY APPEAR TO BE DUE TO THE FAILURE OF BOTH THE ILO AND GON SIDES TO ESTABLISH A MEETING OF MINDS, AND THE FAILURE OF THE GON TO LIVE UP TO ITS COMMITMENTS.

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PAGE 01     MANAGU 04128 02 OF 02 012113Z

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ACTION LAB-04

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C O N F I D E N T I A L SECTION 2 OF 2 MANAGUA 4128

DEPARTMENT PASS LABOR

2. FROM THE BEGINNING THE PROJECT WAS BEDEVILED BY PERSONAL AND PHILOSOPHICAL DIFFERENCES BETWEEN THE ILO TECHNICIANS AND LABOR MINISTRY OFFICIALS. SOME OF THE LATTER VIEWED THE FORMER AS POLITICALLY UNRELIABLE OR EVEN SUBVERSIVE. IN A CONVERSATION WITH POL/ LAB OFFICER, FOR INSTANCE, LABOR MINISTER CARDOZE REFERRED TO MARANHÃO AS A "BRAZILIAN COMMUNIST". CARDOZE STATED, MOREOVER, THAT

HE PREFERRED A PROJECT ESTABLISHED ON THE BASIS OF A BILATERAL AGREEMENT WITH ANOTHER COUNTRY TO ONE IMPLEMENTED BY AN INTERNATIONAL ORGANIZATION BECAUSE HE WOULD HAVE GREATER CONTROL OVER IT.

3. FOR THEIR OWN PART, THE ILO PEOPLE ATTRIBUTED THE NON-FULFILLMENT OF THE PROJECT'S OBJECTIVES TO THE FAILURE OF THE GON TO PROVIDE ADEQUATE BUILDINGS AND EQUIPMENT AND COMPETENT PERSONNEL. OTHER COMPLAINTS AGAINST THE GON WERE CORRUPTION, INCLUDING THE USE OF TRAINEES FOR WORK IN BUILDINGS OWNED BY GON OFFICIALS AND THE ABUSE OF THE STIPENDS PAID TO THE TRAINEES (THERE WERE "FANTASMAS" WHO ONLY APPEARED AT INA TO COLLECT THEIR CHECKS), A POOR SELECTION CRITERION (SOME OF THE TRAINEES WERE TOO YOUNG, IN THEIR EARLY TEENS) AND THE INADEQUATE NATURE OF THE TRAINING ITSELF, WHICH BY AND LARGE DID NOT PROVIDE THE TRAINEES WITH MARKETABLE SKILLS.

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